

Planning, Players, and Payoffs

Planning

Planning for outdoor recreation in Indiana occurs at all levels. Whether it is at the federal, state, or local level, many different agencies and organizations share the common goal of meeting the recreational needs of our citizens. Planning enhances the provision and improvement of outdoor recreation opportunities in Indiana. Planning allows us to assess the state of recreation through research and information gathering and then make strategic decisions. Recreation planning is important because outdoor recreation adds value to communities and improves the quality of life.

In order for recreation providers to adequately address recreation needs in their respective regions, they need to have accurate information and a sound planning program in place. It is well known that much of the day to day provision of outdoor recreation opportunities is delivered at the local level. Therefore, it is critical for local park and recreation agencies, schools, commercial recreation providers, and anyone interested in outdoor recreation to have access to information that helps them to make informed decisions.

Planning, the IDNR, and You

The IDNR's Division of Outdoor Recreation produces the Statewide Comprehensive Outdoor Recreation Plan (SCORP) to ensure that recreation issues are well researched and addressed, and that the goals and objectives developed are focused on meeting Indiana's needs. This strategic document is a 5-year plan aimed at improving recreation opportunities while protecting natural resources. The SCORP examines Indiana's recreational resources and needs. Based on these resources and needs, it works to establish priorities and recommendations for decision makers, recreation providers and interested parties to use in meeting the challenges of outdoor recreation and conservation in the new century.

Indiana's SCORP has always played an important role in providing direction on recreational issues and will continue to be instrumental in evaluating the connection between outdoor recreation and the state's natural and cultural resources. In addition, the plan qualifies the state for federal outdoor recreation assistance through the Land and Water Conservation Fund (LWCF). It also satisfies the planning requirements of the Recreational Trails Program (RTP) and makes Indiana eligible for funding for trail development. Indiana has continued to invest valuable time and resources in maintaining an outdoor recreation plan because the information contained between its covers informs recreation users and providers about the status of recreation in Indiana and provides them with the information they need to meet the recreational needs of our citizens.



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Indiana's state recreation planning history dates back to 1938 when the first "master plan" for recreation was completed. More than 60 years ago the *Indiana Recreation Study Report* identified that the "provision of adequate recreational facilities is one of the most important factors in promoting the physical, moral, and social welfare of every community." Even though much has changed since then, the basic concept of planning, the task of assessing the "state of recreation", and making recommendations based on the research has remained the same. With the onset of the Land and Water Conservation Fund in 1965, the State began its formal outdoor recreation planning process and has continued to update its comprehensive plan ever since.

In today's plan we have the ability to provide quality data and to develop strategic solutions aimed at remedying recreation deficiencies. A striking similarity between the plans of yesterday and the 2000-2004 plan is the continued finding that "there is a great and increasing need" for the provision of recreational opportunities across the state. Planning has helped Indiana assess the status of recreation over time and will become increasingly important as the people and the problems of the 21st century become more complex and interconnected.

As we step into the next planning period we should continue to make earnest efforts not only to meet, but also to exceed the current and expected needs of outdoor recreation in our state. Planning is a powerful tool when used, and readers are encouraged to use the information found in this document to develop strategies to make your community a better place to live. The Division of Outdoor Recreation takes pride in producing a quality working-document and strives to provide information that will make a difference in the landscapes and lives of people in Indiana.

Indiana Department of Natural Resources Planning History

1938	Indiana Recreation Study Report
1945	Indiana Department of Conservation Planning Committee Report
1965-1975	Master Plan for Conservation and Recreation
1970-1975	Indiana Outdoor Recreation Plan: Shaping the Future
1973	Trails for Indiana
1975-1978	Indiana Outdoor Recreation Plan
1978	Master Plan 1978+
1979-1983	Indiana Outdoor Recreation Plan
1980	IDNR: It's Purpose for Today and It's Goals for Tomorrow
1984	Indiana State Parks System Plan
1984-1988	Indiana Outdoor Recreation Plan
1985	Indiana Reservoirs: A Master Plan for the System
1989	IDNR Marketing Work Plan
1989-1993	Statewide Comprehensive Outdoor Recreation Plan (SCORP)
1991	IDNR Planning and Policy Analysis Task Force
1991-1995	IDNR Strategic Plan: Resources for the Future
1991-2001	IDNR Ten Year Capital Plan
1993	Wabash River Heritage Corridor Plan
1993	Indiana Heritage Trust Strategic Plan
1994-1999	Statewide Comprehensive Outdoor Recreation Plan (SCORP): Continuing the Tradition
1995	IDNR Guide to Strategic Planning
1996	Indiana Trails 2000
1996	Indiana Wetlands Conservation Plan
1997	IDNR Performance Plan: Focusing Resources on Results
1999-2003	Indiana Heritage Trust Strategic Plan
2000-2004	Statewide Comprehensive Outdoor Recreation Plan (SCORP): A New Millennium, A New Tradition



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PLAYERS

Many different groups are involved in outdoor recreation in Indiana, at least in some way. Whether it is through the direct provision of facilities or programs or through some kind of financial or technical assistance, there is a multitude of players in the outdoor recreation arena. These players include agencies, organizations, and individuals from all three sectors: public, private, and nonprofit. A sampling of the players follows to provide anyone interested in outdoor recreation a sense of who is involved and the resources that are available.

Public Sector

In the context of outdoor recreation, the public sector is comprised of government agencies that either assume responsibilities for, or provide assistance to, parks and recreation. This includes agencies at the federal, state, and local levels. Many agencies are responsible for the management of recreation areas, while others merely provide support and assistance to recreation providers and/or users.

Federal

Some of the federal agencies involved in outdoor recreation in Indiana include the National Park Service, U.S. Fish and Wildlife Service, U.S. Forest Service, Natural Resources Conservation Service, U.S. Army Corps of Engineers, Environmental Protection Agency, U.S. Department of Education, and the U.S. Department of Defense. These agencies either provide recreation opportunities or can assist with recreation issues or questions.

Recreation Experiences on Federal Properties in Indiana					
Experience	National Park Service	Army Corps of Engineers	U.S. Fish and Wildlife Service	U.S. Forest Service	Dept. of Defense
Interpretive services	x	some	x	some	
Nature/Wildlife viewing	some	x	x	x	x
Historic/Cultural experiences	x	some		some	some
Hunting			x	x	x
Fishing	some	x	x	x	some
Hiking/Walking trails	x		x	x	
Bicycling: Off-road trails				x	
Bicycling: Road	x		some	x	some
Horse trails	some			x	
Motorized trails					
Playgrounds/Active rec. areas	some	x		x	some
Picknicking	some	x		x	some
Motorized boating	some	x		x	
Canoe/Non-motorized boating	some	x	x	x	
Inn/Cabin accommodations					
Camping		some	some	x	

State

The Indiana Department of Natural Resources (IDNR), through its various divisions, is responsible for the management of the state's natural, cultural, and recreational resources. The IDNR provides recreation opportunities on its public lands and also provides financial and technical assistance to the public and other governmental agencies. Additional information on what the IDNR can do to help can be found in the DNR Resource Manual.

Other state agencies involved include the Indiana Department of Environmental Management (IDEM), Indiana Department of Transportation (INDOT), Indiana State Department of Health (ISDH), Indiana Department of Commerce, Indiana Department of Education, the cooperative extension service, and state universities. All are resources for those interested in recreation to turn to for assistance.

Recreation Experiences on State Properties in Indiana						
Experience	State Parks	Reservoirs	Fish & Wildlife Areas	State Forests	Nature Preserves	State Museums & Historic Sites
Interpretive services	x	x		some		x
Nature/Wildlife viewing	x	x	x	x	x	
Historic/Cultural experiences	x	x		some		x
Hunting		x	x	x		
Fishing	x	x	x	x		
Hiking/Walking trails	x	x		x	x	
Bicycling: Off-road trails		some				
Bicycling: Road	x	x	some	x		
Horse trails	x	x		x		
Motorized trails						
Playgrounds/Active rec. areas	x	x		x		
Picnicking	x	x		x		
Motorized boating	x	x				
Canoe/Non-motorized boating	x	x		some		
Inn/Cabin accommodations	x	x				
Camping	x	x	some	x		



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Local

In Indiana, the organizations that play the biggest role in providing day to day outdoor recreation opportunities are local governments. Local agencies charged with recreation responsibilities include parks and recreation departments at the town/city, township, and county levels. Schools and other divisions of municipalities are also substantially involved. It is in this arena that perhaps the best opportunities exist for practical assistance. Developing partnerships with other local agencies and utilizing a network of peers can be an invaluable resource and can provide insight into shared solutions to common problems.

Recreation Experiences on Local Properties in Indiana			
Experience	Municipal	Township	County
Interpretive services	some	some	some
Nature/Wildlife viewing	x	x	x
Historic/Cultural experiences	some	some	some
Hunting			some
Fishing	some	some	some
Hiking/Walking trails	some	some	x
Bicycling: Off-road trails	some	some	some
Bicycling: Road	x	x	x
Horse trails			some
Motorized trails	some		
Playgrounds/Active rec. areas	x	x	x
Picknicking	x	x	x
Motorized boating	some	some	some
Canoe/Non-motorized boating	some	some	some
Inn/Cabin accommodations			some
Camping			some

Private Sector

Private interests contribute greatly to the spectrum of outdoor recreation in many different ways. Most of the general public views private sector resources as businesses that expect to make profits from investing in the provision of outdoor recreation services. Private outdoor recreation providers include such entities as ski resorts, marinas, water parks, and golf courses. Developing relationships with these interests can be beneficial. Vendors, consultants, and private colleges and universities are additional resources that can often be helpful and provide valuable information.

Nonprofit Sector

Wide ranges of nonprofit groups are involved in outdoor recreation in a variety of ways. While these groups are also private, they are generally categorized as nonprofits due to the nature of their mission and function. Nonprofit groups involved in outdoor recreation include community-service organizations, churches, civic associations, special interest groups, advocacy groups, conservation clubs, land trusts, professional associations, and philanthropic entities. A sampling of nonprofits involved in outdoor recreation includes: the Boy Scouts of America, Lions Club, OHV clubs, Sierra Club, Ducks Unlimited, The Nature Conservancy, American Planning Association, and community foundations. Refer to the Environmental Yellow Pages for a listing of nonprofits involved in outdoor recreation and environmental matters.

These groups participate in outdoor recreation in very different ways. Some offer recreation programs, some provide recreational lands, while others may be community-based groups that can be important assets to the vitality of outdoor recreation. Whatever their role, these groups are critical to outdoor recreation and community support and are valuable resources to those working in the recreation and/or conservation field.

Park and recreation professionals and outdoor recreationists should be aware of the resources at hand to help locate information, seek assistance, and make informed decisions. This chapter is an attempt to touch on what is available and provide a starting point to get help and information.

For additional, specific contact information on many of these agencies, organizations, and others please refer to the Environmental Yellow Pages.



PAYOFFS

The biggest payoff stemming from outdoor recreation planning is the benefit people derive from participating in outdoor recreation pursuits. The ability to provide quality opportunities is another big payoff, especially for recreation providers. Long term planning gives organizations the basis and platform to seek assistance in meeting the rising costs of providing recreation opportunities. Grants are important to outdoor recreation for one very obvious reason, they provide payoffs in the form of funding to acquire parkland and develop needed recreation facilities. Grants for outdoor recreation come from a variety of sources- federal programs, state programs, private foundations, corporations, and individuals. As grantmaking and philanthropic giving generally increase across the country and across the state, the importance and value of grants has become better known and more distinct. Grants have had, and will continue to have, a significant impact on the supply and quality of outdoor recreation opportunities in Indiana.

Indiana Heritage Trust

The Indiana Heritage Trust (IHT) is a public/private conservation partnership established in 1992 by the Indiana General Assembly to ensure that Indiana's rich natural heritage is conserved for, and held in trust by, its citizens today and the generations to come. No other single endeavor has shown so much promise to ensure the preservation of the state's natural and scenic beauty.

The program acquires properties, or easements on properties, that are examples of outstanding natural resources and habitats, have historic or archaeological significance, or provide areas for preservation, conservation, or recreation. Funds for this program come from the purchase of Environmental License Plates, donations, and appropriations from the Indiana General Assembly.

As of January 2000, there are a total of 125 projects in the IHT process. Of those 125, 92 projects have been completed protecting 22,746 acres of land. The Indiana Heritage Trust has provided over \$15 million in funding for resource protection, while its non-state partners have given and pledged more than \$18 million. This program is a prime example of how partnerships can leverage financial resources to successfully protect and conserve the state's natural and cultural resources.



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Recreational Grant Programs

At the state government level, one of the ways in which Indiana satisfies the recreation needs of its citizens is through recreation and conservation grant programs offered and administered through IDNR's Division of Outdoor Recreation. The State began its tradition of financial assistance for outdoor recreation with the onset of the federal cost-share program, the Land and Water Conservation Fund, in 1965 and has since added five additional programs. Two of the five programs were added in the late 1980's and the others were added over the course of the 1990's. These programs include Indiana Waters, Wabash River Heritage Corridor Fund, Hometown Indiana, Recreational Trails Program, and the DNR Shooting Range Program. These grant programs have collectively provided more than **\$83 million dollars for outdoor recreation projects in Indiana**. A brief overview of these programs and their accomplishments follows. Refer to the Appendix for a listing of grant distributions for each program by county.

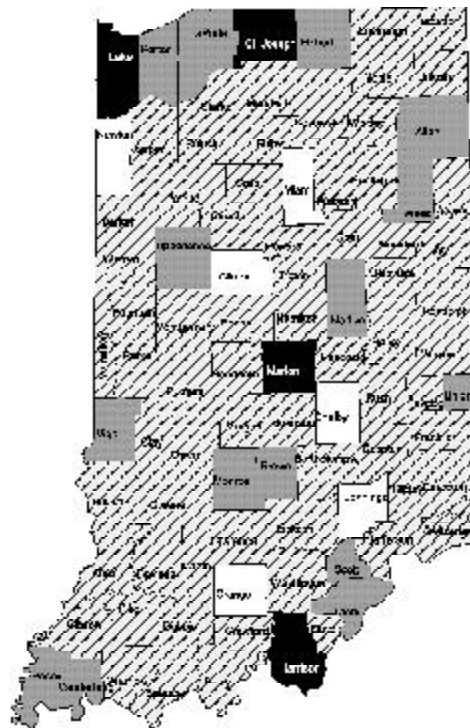
Grant Programs available for recreation through the Department of Natural Resources				
GRANT PROGRAM	FUNDING SOURCE	% MATCH	MIN/MAX GRANT AMOUNT	ELIGIBILITY
HOMETOWN INDIANA	State Legislature	50/50	\$10,000-200,000	Municipal Corporations & 5-year Park and Recreation Master Plan.
Land acquisition and/or indoor and outdoor facility construction and renovation.				
WABASH RIVER HERITAGE CORRIDOR FUND	State Legislature	80/20	\$10,000-250,000	Units of governments and 501 (c)(3) not-for-profits. Projects must be located in one of the 19 counties along the Wabash River Corridor.
Land acquisition and/or facility development, conservation, historic preservation, or enhancement along the historic transportation corridor of the Wabash River.				
RECREATIONAL TRAILS PROGRAM (RTP)	Federal	80/20	\$10,000-100,000	Units of governments and 501 (c)(3) not-for-profits.
Land acquisition and/or development, maintenance, and ethics education of multi-use trails.				
LAND & WATER CONSERVATION FUND (LWCF)	Federal	50/50	\$10,000-200,000	Park Board & 5-year Park and Recreation Master Plan.
Land acquisition and/or outdoor recreation facility construction or renovation.				
INDIANA WATERS	Federal	75/25	\$10,000-No Cap	Park Boards
Land acquisition and/or facility development with direct relationship to enhancing fishing and boating access.				
SHOOTING RANGE PROGRAM	Federal	75/25	\$10,000-No Cap	Units of governments and 501 (c)(3) not-for-profits.
Development (not purchase) of rifle, handgun, shotgun, and archery opportunities.				

*Grant programs operate on a reimbursement basis only.

Sum of Grant Dollars for Outdoor Recreation by County, All Programs

Dollars by County

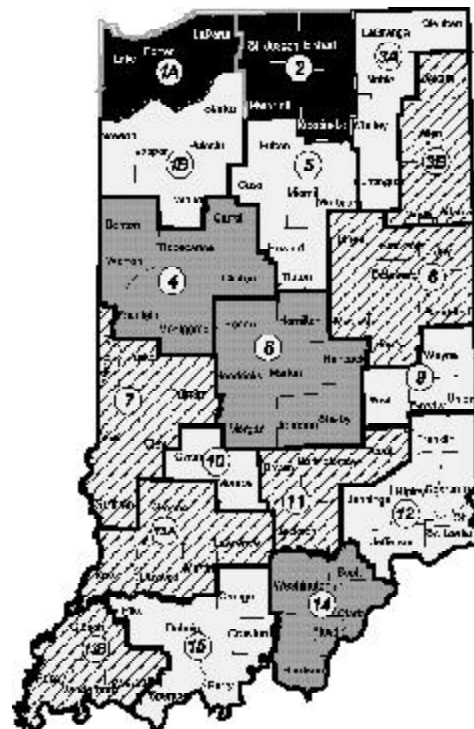
- none
- less than \$1 million
- \$1-3.5 million
- more than \$3.5 million



Sum of Grant Dollars for Outdoor Recreation by Region, All Programs

Dollars Per Region

- less than \$2.5 million
- \$2.5-4.39 million
- \$4.4-7.3 million
- more than \$7.3 million



Includes LWCF, Hometown Indiana, Indiana Waters, Wabash River Heritage Corridor Fund, Recreational Trails Program, and DNR Shooting Range Program monies.



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The Land and Water Conservation Fund: Past, Present, and Future

The Land and Water Conservation Fund (LWCF) has been one of the most successful conservation and recreation programs in America's history. Nationally, LWCF has been responsible for the acquisition of nearly seven million acres of parkland and the development of 37,000 state and local park and recreation projects. The State of Indiana has benefited tremendously from this program by providing funding for **over 500 projects, totaling more than \$70 million**. The effects of the program's success can be seen in numerous communities across the state, ranging from inner city playgrounds to suburban ball fields to unique natural areas.

Created by Congress in 1964, the Land and Water Conservation Fund was established to provide financial support to the federal land management agencies and provide matching grants to States. Funds for this program come primarily from offshore oil and gas lease receipts. The LWCF program uses these monies to provide grants for the acquisition and development of public outdoor recreation/conservation areas and facilities. The National Park Service administers the program at the federal level, while the Indiana Department of Natural Resources administers the program for the state through its Division of Outdoor Recreation. Only local park boards with an approved 5-year park and recreation master plan are eligible for LWCF grants.

LWCF is not a true trust fund in the way that it is generally understood in the private sector. Rather, it is an authorized fund subject to the annual congressional appropriation process. Since Congress must authorize appropriations, any amounts that are not appropriated remain in the U.S. Treasury and can be spent on other federal activities.

The Land and Water Conservation Fund was so successful in its early years that in 1977 Congress increased its authorization level to today's level of \$900 million. However, beginning in the early 1980's, Congress established a pattern of appropriating well below the authorized limit. For the next decade, funding for the program continued to diminish until finally, in 1995, funding to the states was completely zeroed out. Funding for the federal-side continued with moderate success while the stateside matching grants program has gone unfunded for the last five years.

Thanks to the hard work of conservation and recreation advocates, coalitions like Americans for Our Heritage and Recreation (AHR), and public support for recreation and conservation, a series of initiatives supporting the revitalization of LWCF is being seriously debated in Congress. At the time of this printing, \$40 million has already been appropriated by Congress to the state-side of LWCF for FY 2000. This means that Indiana can expect about \$800,000 to fund local projects. It is our hope that the 106th Congress looks favorably on the bills that propose *full and permanent funding* of LWCF and see it as an investment in America's future. The monies Indiana receives through this partnership can go a long way in helping to meet the increased demand for recreation facilities and protect important natural areas.



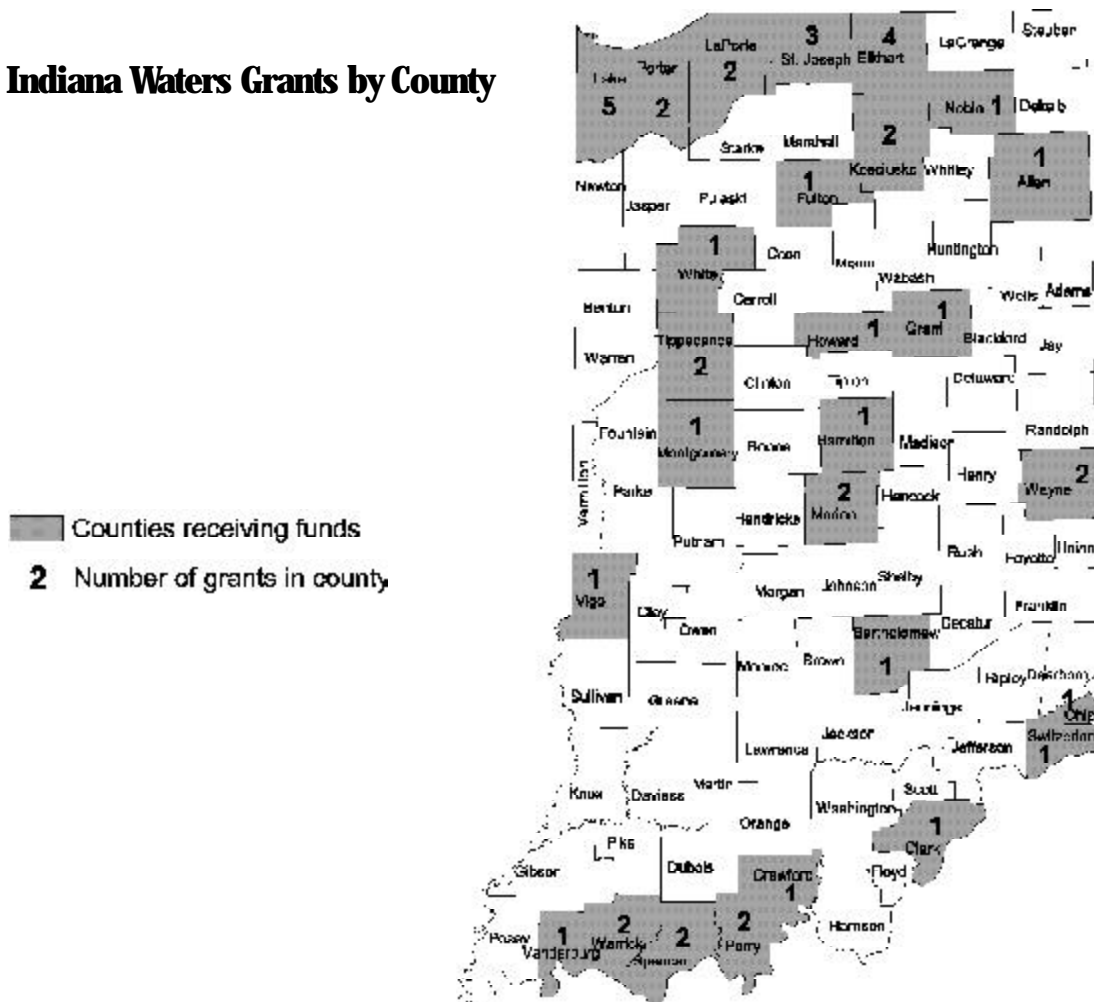
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Indiana Waters

Beginning in 1986, the IDNR's Division of Fish and Wildlife made monies available for local park and recreation boards to acquire, develop or renovate fishing and boating access facilities. They did so using a portion of Indiana's share of the Federal Aid in Sport Fish Restoration Program (commonly called the Dingell-Johnson program for its congressional sponsors). This program is aimed at increasing access to water and enhancing fishing and boating opportunities on Indiana's lakes, streams, and rivers.

Indiana Waters is a cooperative program between the Divisions of Fish and Wildlife and Outdoor Recreation. The Division of Fish and Wildlife provides funding and technical expertise, while the Division of Outdoor Recreation administers the grant program. This program has funded projects in **27 counties** across the state totaling approximately **\$4.5 million**. Indiana Waters has helped many communities address urban water access issues and will continue to help local recreation providers meet their recreational needs.

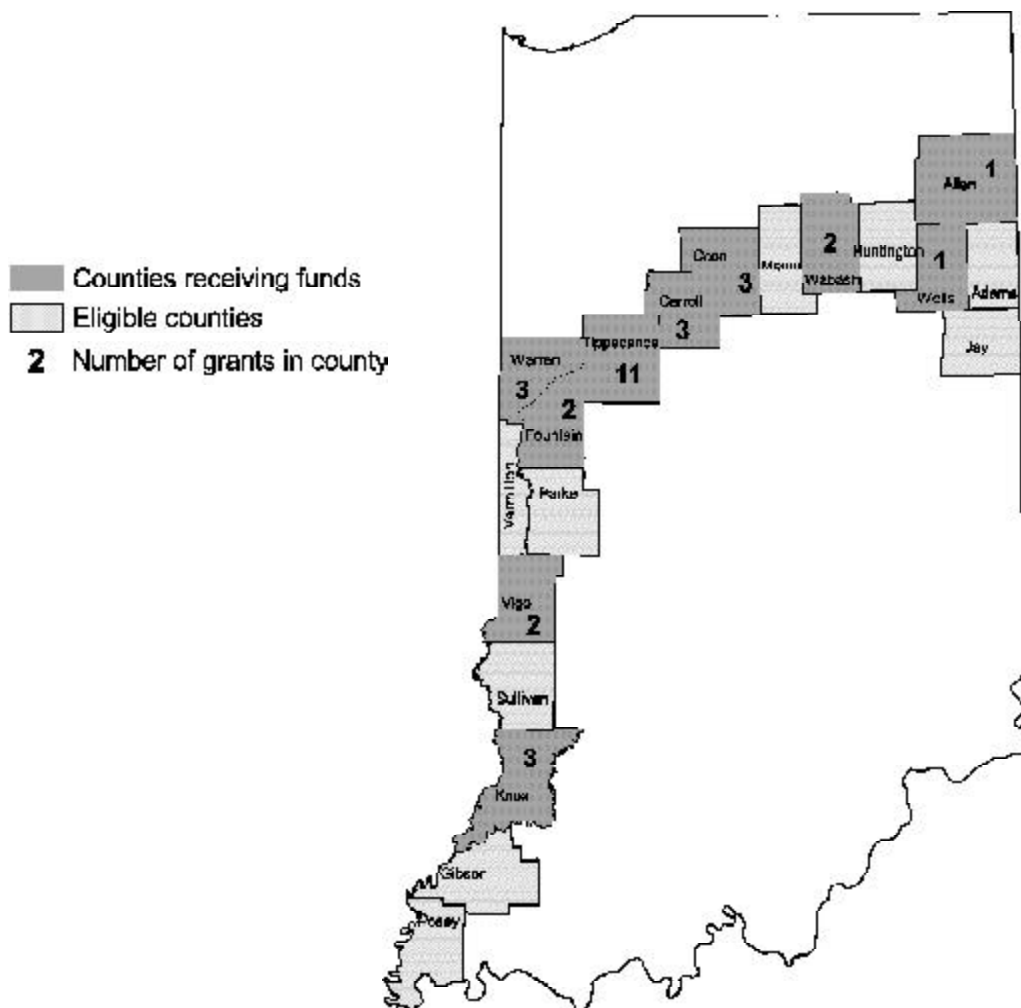
Indiana Waters Grants by County



Wabash River Heritage Corridor Fund

In the late 1980's, interest in conservation and recreational development along the Wabash River and its historic transportation corridor emerged. As this surge of enthusiasm began to grow, a few Indiana legislators spearheaded an effort to secure funds for this area and succeeded. In 1990, the Wabash River Heritage Corridor Fund was established to assist in funding conservation and recreational development projects in Cass, Carroll, Tippecanoe, Fountain, and Warren counties. In 1991, Miami, Parke, and Vermillion counties were added. Eligibility was expanded in 1995 to include all 19 counties along the corridor. The corridor includes the Wabash River, the Little River, and the historic portage to the Maumee River. So far, this program has funded nearly **\$3 million** worth of projects in 10 of the 19 eligible counties that lie within the Wabash River Corridor.

Wabash (WRHCF) Grants by County



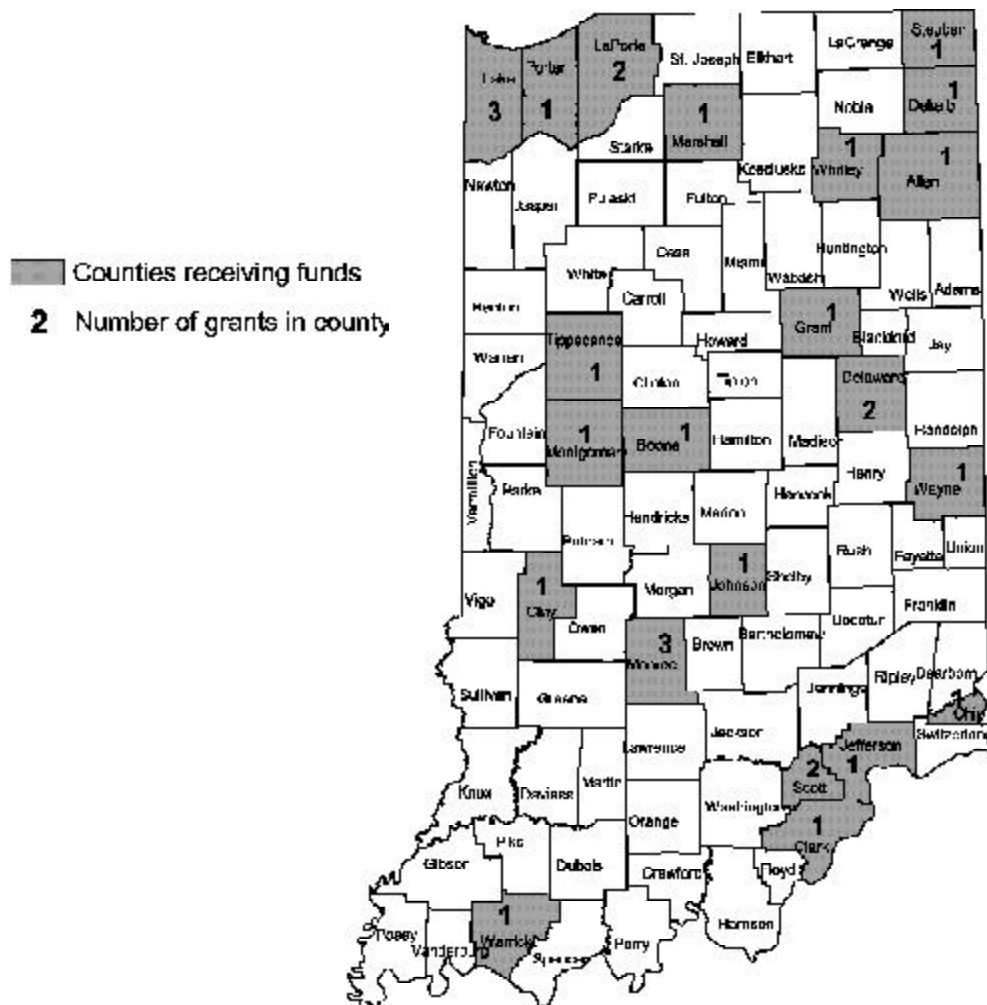


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Hometown Indiana

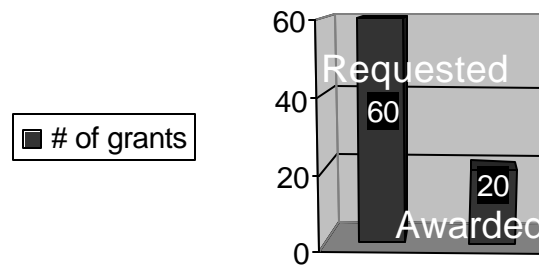
In 1988, the Indiana General Assembly authorized the IDNR to create a new program to provide matching grants for local park and recreation projects, community forestry grants, and historic preservation projects. The Hometown Indiana program has grown to become a very popular program. The park and recreation component of the Hometown Indiana program has provided about **\$4 million** in grants to projects in **22 counties** across the state.

Hometown Indiana Grants by County

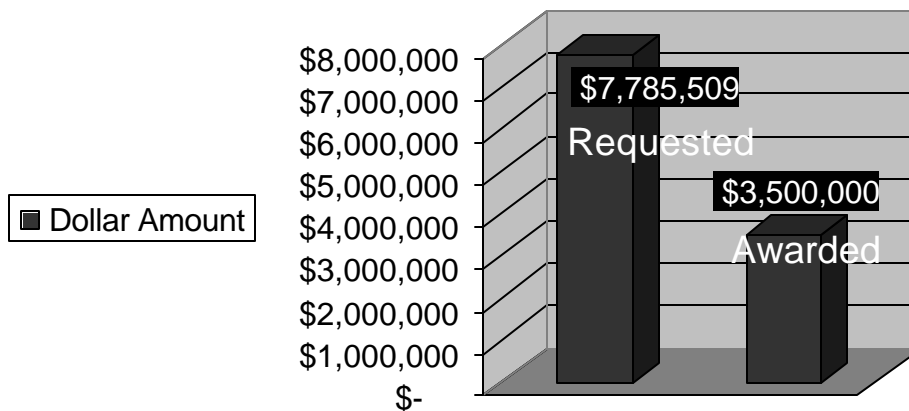


Identifying the Need! A look at the 1998 round of the Hometown Indiana Grant Program

Hometown Indiana Grants Requested Vs. Grants Awarded



Hometown Indiana Dollars Requested Vs. Dollars Awarded



DNR Shooting Range Program

The DNR Shooting Range Program was established in 1996 and is funded through Indiana's share of the Federal Aid to Wildlife Restoration Program (commonly called the Pittman-Robertson program for its congressional sponsors). Funding is derived from federal excise taxes on firearms, ammunition, and archery equipment and is then distributed to the states. The main objective of this program is to provide the citizens of Indiana with additional and safer places to fire their guns and train hunter education students.

The Shooting Range Program is a cooperative program of the Divisions of Outdoor Recreation, Fish and Wildlife, and Law Enforcement. The Divisions of Fish and Wildlife and Law Enforcement provide funding and technical expertise, while the Division of Outdoor Recreation administers the grant program. Projects are initially approved at the state level by the IDNR. Then they are forwarded to the U.S. Fish and Wildlife Service for final federal approval. Four grants have been awarded to date and several others are pending final federal approval.

DNR Shooting Range Grants by County

